

## **SECTION 3 ECONOMIC DEVELOPMENT**

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## **ECONOMIC DEVELOPMENT**

### **EXECUTIVE SUMMARY**

The Town of Carver's fragile rural economy based upon cranberry agriculture, its isolation from major highway and rail connections, and the lack of water, sewer and highway infrastructure provide the context and highlight the need for economic development. The prevalence of cranberry bogs and wetlands, have throughout Carver's history limited and shaped the town's growth first as the site of several successful iron furnaces and lumber mills in the 18<sup>th</sup> and 19<sup>th</sup> centuries and subsequently as the largest producer of cranberries in the country, if not the world. Cranberries have remained the key to the town's economy through the 1990s in spite of several downturns in the cranberry market when, as today, the price of cranberries has dropped. This picture could be forever altered with the current decline in the value of cranberry production. Carver again as in the 1970's finds itself at a crossroads in sustaining its rural character while making adjustments to shifts in its economic base in order to pay for the services of an increasingly suburban population. The impacts of regional highway and transit improvements as well as regional employment growth as people move to the town from areas closer to Boston are pushing this process of change.

#### **Inventory**

The most striking characteristics of Carver's economic base are the mismatch between the occupations employed by businesses in Carver and the skills of Carver's residents and the need for the town to foster additional commercial growth. Local businesses are heavily geared toward government and trade sectors which account for 68% of all the jobs in town. Myles Standish State Forest is the largest employer although the work varies with the seasons. The average wage in the retail sector, in particular, is the lowest of all industry categories. By contrast, 9 out of 10 local residents worked outside of town, three quarters of them in middle level white collar positions such as administration, sales and service. This labor force, furthermore, is commuting long distances; one quarter more than 45 minutes to work.

With one of the smallest economic bases in the region, the Town is heavily dependent upon State aid and the existing commercial businesses including agriculture for its revenues. Commercial, industrial and personal property (CIP) contribute 31% of the funds raised by local taxes. In FY 2000, Carver had in FY 2000 the second highest CIP and percentage of State Aid among 10 neighboring towns. It also had the second highest shift in the commercial tax rate. All of the above factors limit the interest of the local business community to expand in town.

#### **Issues**

Identifying and taking advantage of the opportunities for economic growth which will enhance Carver's vision of itself is the priority concern. There are a number of strategies which should be considered. These relate to clarifying what type of tourist related businesses are of interest to Carver, identifying strategies to retain the cranberry industry, obtaining public support for organizational and staffing changes in support of economic development, and pursuing zoning changes to permit this growth. Seven opportunity areas for economic development have been identified as priority locations for this growth in addition to the cranberry industry. These locations are:

- The Route 44 Corridor in North Carver
- The Eco Industrial Park proposed for North Carver
- The Plymouth Airport

- The Planned Tourist Commercial District which includes the site of the Edaville Railroad and King Richards Fair
- The Decas Industrial Park in south Carver, current location of the Decas cranberry processing plant along Route 58
- The Makepeace Property: While not zoned for commercial activity, consideration should be given to allowing limited and accessory commercial and office uses as part of proposed new residential village and resort related development.
- Existing Cranberry Bogs and associated uplands

**Recommendations**

A 5 Year Economic Development program must be adopted in order to ensure the survival of Carver's rural heritage and quality of residential life by broadening the tax base. The following priorities have been suggested to initiate this process:

1. Retain an economic development planner and grant writer to work on priority projects.
2. Develop plan for the Route 44 Corridor:
  - Under the leadership of the newly re-organized Carver Economic Development Industrial Commission (EDIC), establish a private business organization of property owners and businesses to work on the Route 44 plan.
  - Seek public and private funding to carry out planning
  - Address access, water, and zoning issues in support of new commercial and residential development and in-fill development in three historic villages.
3. Develop a plan for increased pedestrian traffic and mixed residential/commercial uses in the Town Center.
4. Improve market potential for tourist related activities by modifying zoning to attract new uses at Makepeace and within the Planned Tourist Commercial District.
5. Pursue establishment of Economic Opportunity Area Designation at key development parcels including Decas Industrial Park and Route 44.
6. Work with Plymouth Airport Commission on industrial development plan. Revise terms of land leases so as to generate more income for the town of Carver from payment in lieu of tax agreements.
7. Support strategies to protect and preserve the cranberry agriculture industry in Carver
8. Continue to work towards the reduction in the tax shift from residential to commercial properties in order to make the commercial tax rate more competitive with adjacent towns.
9. Develop a plan to fill existing vacancies in commercial areas

### 3.1 ECONOMIC PROFILE

#### Regional Location

While the town of Carver is centrally located for a workforce interested in commuting, it remains isolated from major employment centers of New Bedford/Fall River, Taunton, Brockton, and Hyannis. Carver is situated 10 miles from downtown Plymouth, 13 miles from the Cape Cod Canal, 39 miles from Providence, and 40 miles from Boston. The major regional highways, Routes 3 and 495, lie outside of the Town. Route 44 crosses North Carver on its way from Fall River to Plymouth, and Route 58 traverses the Town in a north/south direction. Commuter rail stops are located in Kingston, Plymouth and Middleborough, each about 6-7 miles from Route 58 in North Carver. The major retail centers are somewhat closer, in Plymouth and Kingston.

#### Resident Labor Force and Lack of Local Employment

One of the most distinguishing characteristics of Carver's economy is the mismatch between the size and skills of its resident labor force, 5,553 persons in 1998, and the number and type of jobs available locally, 1,918 positions. The jobs-to-labor force ratio of 0.35 indicates that the town is a net exporter of workers. The increase in jobs over the past 8 years has closed this gap slightly.

As a net exporter of labor, almost 9 out of 10 residents work outside Carver compared to 7 and 6 out of 10 for Plymouth and Bristol County respectively<sup>1</sup>. Furthermore, Carver residents are more likely to find work in other towns than close to home. In contrast to the state average of 13%, one quarter of Carver's workers travel 45 minutes or more to work. Just over 26% of Carver residents are able to work in the town where they live. Nearly 24% of all working Carver residents commute to neighboring Plymouth for work.

One of the reasons for the long commute is the "mismatch between the occupations employed by businesses in Carver and the skills of Carver's labor force. Nearly three quarters of Carver's resident labor force is employed in middle level white collar positions such as administration, sales and service.

**Table 3-1**  
**Jobs to Labor Force Ratio**

	1990	1998
Carver jobs	1,299	1,918
Carver resident labor force	5,135	5,553
Jobs/Labor Force Ratio	0.25	0.35

The large number of commuters accounts for the disparity in household income of those working locally where the average wage is reported to be \$20,705 in contrast to Carver households with one or two workers having an average income \$33,368 and \$50,654 respectively.

<sup>1</sup> Carver Economic Development Strategies Plan, McDermott/O'Neill & Associates, 1995, p. 18.

**Table 3-2**  
**Place of Work and Place of Residence**

Place of <b>Work</b> of Carver Residents			Place of <b>Residence</b> of Persons Employed in Carver		
<u>Town</u>	<u>Number</u>	<u>%</u>	<u>Town</u>	<u>Number</u>	<u>%</u>
Plymouth	1,116	23.9%	<b>Carver</b>	<b>503</b>	<b>26.2%</b>
<b>Carver</b>	<b>503</b>	<b>10.8</b>	Plymouth	266	13.9
Kingston	241	5.2	Middleborough	94	4.9
Boston	218	4.7	Wareham	52	2.7
Brockton	193	4.1	New Bedford	50	2.6
Middleborough	191	4.1	Taunton	46	2.4
Wareham	107	2.3	Duxbury	33	1.7
Hanover	106	2.3	Hanson	24	1.3
Braintree	102	2.2	Scituate	21	1.1
Canton	91	1.9	Whitman	18	0.9
Other	<u>2,267</u>	44.1%	Other	<u>192</u>	14.8%
Total	5,135		Total	1,299	

Source: 1990 U.S. Census, Journey to Work

### Employment Opportunities in Carver

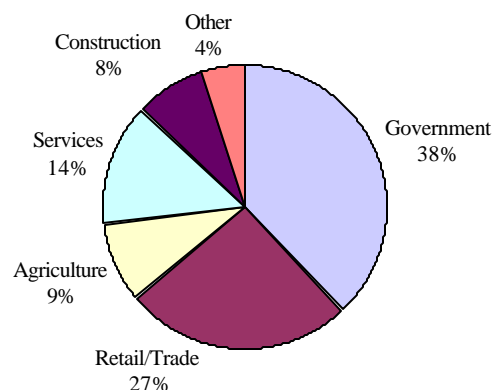
Employment in Carver is heavily geared toward the government and trade sectors. The Town of Carver, itself, is the largest employer, including the school department and Town government. The Myles Standish State Forest, a section of which is located in Carver, employs as many as 50 people during the summer. The majority of private businesses employ fewer than 10 full time staff. The trade sector includes retail, which is abundant along Route 58 in North Carver and as well as in several shopping centers clustered along the same road in other parts of the town. Together government and trade account for 68% of all jobs in the town. Nearly all the trade jobs are in the low-paying retail industry. Agricultural jobs, most of them in the cranberry industry, make up another 10% of employment, while services and construction provide slightly fewer jobs. A survey of the largest employers, number of firms by industry, and average wages mirrors this pattern.

**Table 3-3**  
**Largest Employers in Carver, 2001**

<u>Employer</u>	<u>Number of Employees</u>
Town of Carver (incl. School)	415 (FT and PT)
Comm. of Massachusetts	267 (FT and PT)
Shaw's Supermarket	38 FT, 106 PT
The Edaville Corporation	20 FT, 100 seasonal/PT
Super Sports	5 FT, 75 PT

Source: Cranberry Country Chamber of Commerce in Middleborough, Shaw's Supermarket, Massachusetts Division of Employment and Training (DET)

**Figure 3-1**  
**Employment in Carver, 1999**



**Table 3-4**  
**Employment and Average Wage by Industry in Carver**

<u>Industry</u>	<u>Firms</u>	<u>Employees</u>	<u>Average Annual Wage</u>
Retail Trade	44	445	\$14,813
Services	43	181	\$17,560
Wholesale Trade	8	72	\$34,390
Manufacturing	confidential	7	Conf
FIRE	10	34	\$23,495
Construction	30	158	\$34,319
Transportation/Utilities	6	41	\$35,552
Agriculture	25	193	\$31,924

Source: DET and 1997 U.S. Census of Retail Trade

The preceding figures understate the importance of agricultural employment in the town as many of the jobs are part time, and many may not be reported to DET. The salary scale in this industry is substantially above retail and service employment which are the dominant industries. It has been estimated that there are 549 full-time equivalents in this industry.<sup>2</sup>

In the last decade, Carver has seen steady growth in the number of business establishments. Recent increases in employment have been especially dramatic in the government sector, where the number of jobs increased by 161% between 1994 and 1998. Much of this was due to new hiring at Myles Standish State Forest, as mentioned earlier. Growth has also been significant in construction where the number of jobs more than doubled in this same time period. The number of jobs in the agricultural sector has grown modestly. Employment in Plymouth County in agriculture is expected to decrease by 1.5% in the next 20 years, according to Economics Research Associates. Meanwhile, finance insurance and real estate will grow by 31%, services by 37%, and trade by 16 %. There will also be a 12.5% growth in mining and construction jobs in the county.

**Table 3-5**  
**Employment by Industry in Carver, 1987-1998**

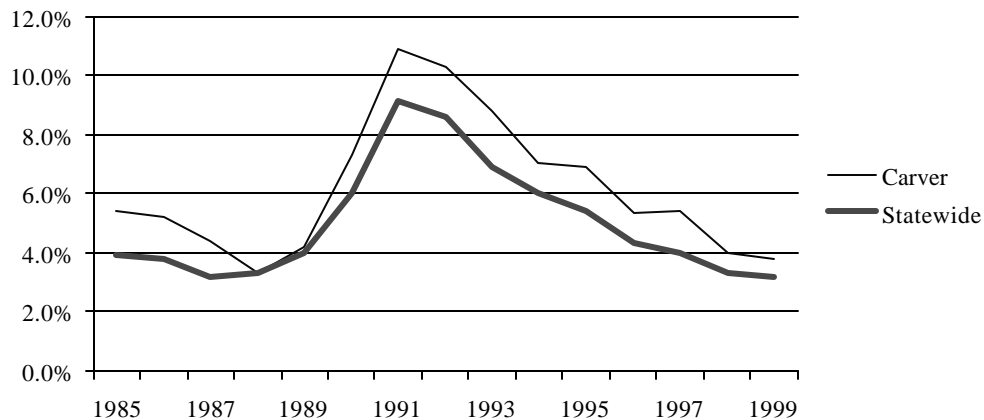
	<u>Total</u> <u>Businesses</u>	<u>Average</u> <u>Wage</u>	<u>Trade</u>	<u>Govern-</u> <u>ment</u>	<u>Services</u>	<u>Agri-</u> <u>culture</u>	<u>Construction</u>	<u>Public</u> <u>Utilities</u>	<u>FIRE</u>	<u>Manu-</u> <u>facturing</u>
1987	149	\$15,050	306	226	108	157	73	Conf	Conf	22
1988	167	\$15,423	349	266	152	157	80	Conf	15	18
1989	173	\$16,576	412	277	218	142	98	13	19	Conf
1990	174	\$17,407	418	278	287	141	97	15	26	Conf
1991	156	\$17,711	490	278	249	143	66	17	18	Conf
1992	155	\$21,073	449	231	192	149	62	12	25	Conf
1993	154	\$20,705	406	271	144	165	65	14	21	Conf
1994	163	\$21,540	443	299	184	165	71	25	20	Conf
1995	165	\$21,005	473	438	164	193	70	31	26	Conf
1996	181	\$23,423	510	490	188	198	91	61	30	Conf
1997	187	\$22,787	556	824	146	Conf	121	41	32	7
1998	188	\$23,790	522	779	181	193	158	41	34	7
1999	193	\$24,720	497	707	267	167	148	27	38	25

Source: DET

<sup>2</sup> Carver Economic Development Strategies Plan, McDermott/O'Neill & Associates, 1995, p. 22.

Historically, Carver's unemployment rate has been slightly higher than the state average. In 1999, Carver's unemployment rate was 3.8% in contrast to 3.2% for the State. The higher rate reflects the one-dimensional nature of the town's economy, which depends to a great degree on the cranberry business for its livelihood.

**Figure 3-2**  
**Carver and Massachusetts Unemployment, 1985-1999**



A greater disparity in contrast to State averages is found in the local wage structure. In this same time period, though Carver's annual wages have grown 58%, they continue to lag below those of the state. The average wage in Carver in 1998 was \$23,790 in contrast to the state average of \$41,657.

**Table 3-6**  
**Average Annual Wages, Carver and Massachusetts**

<u>Industry</u>	<u>Average Annual Wage in Carver,</u> <u>1998</u>	<u>Average Annual Wage,</u> <u>Statewide, 1998</u>
Retail Trade	\$14,813	\$18,580
Services	\$17,560	\$36,600
Wholesale Trade	\$34,390	\$51,845
Manufacturing	Confidential	\$47,603
FIRE	\$23,495	\$59,989
Construction	\$34,319	\$41,863
Transp./Utilities	\$35,552	\$40,214

Source: DET

One way of assessing whether Carver residents have access to the jobs and wage rates they want is to compare the overall average annual wage in the town to the median household income. In 1989, the median household income in the town was \$38,678, according to the U.S. Census conducted the following year. In 1989 the average annual wage in Carver was \$16,576. This shows that few well-paying jobs were available at that time and a large percentage of residents had to commute to other communities to find better wages. However, Carver's median income at that time was higher than the statewide median household income of \$36,952.

**Business Mix and Zoning**

The location and mix of business is reflected in the pattern of zoning. As indicated below, there are 8 types of commercial districts. Carver's principal industry, agricultural production, is allowed in every zoning district throughout the town. Other types of commercial and industrial activities are limited to the nonresidential zoning districts, including General Business (GB), Highway Commercial (HC), Village (V), Industrial A (IA), Industrial B (IB), Airport (A), and the Planned Tourist Commercial District (PTCD).

The Highway Commercial district, concentrated in North Carver along North Main Street (Route 58) and High Street, allows most office and retail and service uses by right or by special permit, and also allows many industrial uses by special permit.

The General Business district is located in three areas: along Tremont Street, Main Street (on both sides of the Town Center), and at the intersection of Routes 44 and 58. This district also allows office, retail and service uses, but requires special permits for more types of businesses than the HC district, especially for auto-oriented businesses. This district does not allow any types of industrial uses. Single family uses are allowed by right in the General Business district.

The Village District is located in four sites: in North Carver at the intersection of Routes 44 and 58, in the Town Center along Main Street, on Wenham Road near the intersection with Center Street, and on Tremont Street near the intersection with Lake Street. This is a mixed-use district allowing both single-family residential use and limited commercial uses with a special permit. Commercial uses in this district are specifically oriented toward pedestrian oriented retail and offices. No industrial uses are permitted in this district.

Industrial District A is located in North Carver, in the northwest corner of the town, and in South Carver along Tremont Street. Industrial District B is located in just a small area adjacent to the Industrial A district in South Carver. Both districts allow a wide variety of industrial uses either by right or by special permit. The Industrial A district also allows office uses and auto-related uses by right and many other commercial uses by special permit. Both districts allow adult uses by special permit.

The Airport District is located along the border with Plymouth, adjacent to the Plymouth Municipal Airport. It allows only limited office and manufacturing uses by special permit, although agricultural and certain community uses are allowed by right.

The Planned Tourist Commercial District, located in the area of Atwood Reservoir and Edaville Railroad, allows commercial uses specifically oriented toward tourism activities by special permit. (Agricultural uses are still permitted by right in this district.)

For the most part, residential uses are segregated from large-scale commercial uses. Single-family residential uses are permitted in the V and GB districts, but excluded from all other commercial areas. The HC and GB districts also allow townhouse development by special permit.

Parking requirements are similar to regional standards and are reasonable for businesses in the town. In general, parking is not permitted forward of the building line on any lot. There is considerable flexibility in the parking requirements to allow for optimal site design.

Commercial buildings are limited to 30-40 feet and front setbacks of 40-50 feet are required in all districts except the Village district, where a setback of only 15 feet is required. Design guidelines



are included for signage in the V, GB, HC, IA, and IB districts. Construction or expansion of commercial buildings is subject to site plan review, and must meet performance standards which protect the visual character, health and safety of the community.

**Table 3-7**  
**Summary of Existing Bylaw**

ZONING DISTRICT	Allowed Uses		Density/ Lot Size	Dimensional Standards	Bonus Provision	Design Guidelines
	Residential	Commercial				
Residential-Agricultural	Yes	No	1/60,000 S.F.	150' Frontage 50' Setbacks 2.5 stories	None	None
General Business	Yes	Yes	40,000	200' Frontage 40'-25' Setbacks 2.5 stories	None	Yes
Highway Commercial	No	Yes	60,000	250' Frontage 40' Setbacks 3 stories	None	Yes
Village	Yes	Limited Comm.	20,000	100' Frontage 15' Setbacks 2.5 stories	None	Yes
Industrial "A"	No	Light Ind.	60,000	150' Frontage 50' Setbacks 2.5 stories	None	Yes
Industrial "B"	No	Industry	60,000	150' Frontage 50-30' Setbacks 2.5 stories	None	Yes
Airport	No	limited	40,000	150' Frontage 40-30' Setbacks	None	No
Planned Tourist Commercial District	No	SP Tourist	1/60,000 S.F.	150' Frontage 50' Setbacks 2.5 stories	None	No

A survey of local businesses indicated that they are primarily clustered into 8 commercial centers as shown on the map, "Commercial Areas."

The dominant uses within each village center are highlighted in the table in Appendix 3-1. In general, commercial uses are concentrated in North and Center Carver, as well as along Route 58 between those areas. The few industrial uses in the town, with the exception of the Decas are found in North Carver, while cranberry bogs are most dominant in South Carver. Office space is clustered in developments in Center Carver and along Route 58 to the north.

Vacancies are significant in Center Carver, especially in the Carver Square shopping and office center but also in some of the retail/service buildings near the intersection of West Street and Route 58. In North Carver, two boarded-up buildings mark the junction of Route 58 and Plymouth Street. Some vacancies can also be found in shopping centers between Center and North Carver and at Tremont Place in South Carver.

The seasonal destination tourist attractions; Edaville Railroad, King Richard's Faire, and Myles Standish Forest, located South Carver, are significant tourist draws in the town in addition to the Super Sports park in North Carver. Myles Standish Forest has 500 campsites and 160 cottages. The King Richards Faire attracts over 150,000 tourists during eight fall weekends. The Edaville Railroad hopes to attract some 175,000 tourists this year as they strive through holding various historical, cultural and entertainment events to increase attendees to 1 million visitors annually. The Cranberry festival alone attracts 20,000 visitors. These activities are a source of local employment and promotion for the cranberry industry.

A business type which is absent in Carver is hotel accommodations, either motels or conference centers. The table below identifies the number of such properties by size in adjacent communities. In total, Plymouth County has a total of 18 properties containing 1,460 rooms of which 60% are year round and 40% seasonal.

**Table 3-8**  
**Lodging Establishments in Plymouth County**

	Establishments By Number of Rooms								Total
	0-49	%	50-99	%	100-	%	150+	%	
Brockton	-	-	2	67	-	-	1	33	3
East Wareham	1	100	-	-	-	-	-	-	1
Kingston	-	-	-	-	1	100	-	-	1
Marshfield	1	100	-	-	-	-	-	-	1
Middleborough	-	-	-	-	2	100	-	-	2
Plymouth	2	29	4	57	-	-	1	14	7
Rockland	-	-	1	50	1	50	-	-	2
Scituate	1	100	-	-	-	-	-	-	1
<b>Total</b>	<b>5</b>	<b>28%</b>	<b>7</b>	<b>39%</b>	<b>4</b>	<b>22%</b>	<b>2</b>	<b>11%</b>	<b>18</b>

### Regional Role

Carver's economic power within the region is indicated by comparing its retail, service, and manufacturing enterprises relative to those of nine adjacent municipalities. Brockton is clearly the regional leader in retail, services and manufacturing. Taunton also looms large in the regional economy, although to a much lesser extent than Brockton. Carver compares somewhat to Middleborough, the next largest economy in the area, although even there Carver has less than half as many retail stores and employees.

Carver ranks as one of the smallest towns in the region in terms of the variety of jobs and services available. Among the towns surveyed, only Plympton and Rochester are believed to have fewer retail stores and services such as restaurants or hair salons. Carver also has very little manufacturing, though it is important to note that towns and cities in Southeastern Massachusetts that traditionally had manufacturing jobs have lost much of their economic base.

**Table 3-9**  
**Retail Activity in Carver Region, 1997**

	<u>STORES</u>	<u>SALES (000)</u>	<u>PAYROLL (000)</u>	<u>EMPLOYEES</u>
Brockton	359	\$932,387	\$106,418	5,414
<b>Carver</b>	<b>30</b>	<b>\$43,624</b>	<b>\$3,916</b>	<b>262</b>
Kingston	160	\$356,834	\$34,567	2,930
Middleboro	72	\$121,574	\$11,339	697
Plymouth	150	\$311,680	\$31,730	1,979
Plympton	NA	NA	NA	NA
Raynham	91	249,218	25,864	1,572
Rochester	NA	NA	NA	NA
Taunton	252	\$417,177	44,477	3,261
Wareham	107	\$216,890	20,606	1,279

Source: U.S. Census of Retail Trade

**Table 3-10**  
**Service and Manufacturing Activity in Carver Region, 1997**

	<u>Service</u>	<u>Sales (000)</u>	<u>Payroll (000)</u>	<u>Employees</u>	<u>Manufacturing</u>
	<u>Stores</u>				<u>Establishments</u>
Brockton	750	\$576,306	\$223,991	10,372	121
<b>Carver</b>	<b>61</b>	<b>\$14,858</b>	<b>\$5,060</b>	<b>292</b>	-
Kingston	130	\$32,381	\$8,251	1,248	-
Middleboro	168	\$89,209	\$36,215	1,904	29
Plymouth	519	\$418,845	\$204,052	7,741	45
Plympton	NA	NA	NA	NA	NA
Raynham	168	\$111,010	\$35,046	2,803	10
Rochester	NA	NA	NA	NA	NA
Taunton	440	\$203,107	\$76,472	4,705	71
Wareham	192	\$103,213	\$41,496	2,174	32

Source: U.S. Census of Service and Manufacturing Industries

### Commercial Activities Impacts on the Tax Base

The Town of Carver would benefit by maintaining a favorable balance between residential and commercial uses. As indicated below, commercial, industrial, and personal property uses represent 22% of the total assessed valuation.

**Table 3-11**  
**Carver Tax Base (FY 00)**

<u>Tax Classification</u>	<u>Assessed Valuation</u>	<u>Percentage of Total Valuation</u>
Residential	\$454,949,723	78%
Commercial	\$96,993,672	16%
Industrial	\$11,654,570	2%
Personal Property	\$21,758,150	4%
Total	\$585,356,115	100%

Note: Tax-exempt properties including public facilities, religious institutions, and public open space comprise \$43,903,800 in assessed valuation. Chapter 61 lands, included under the commercial classification, are primarily used for agricultural purposes, and are taxed at less than full value; these properties comprise \$62,772,409 or about 11% of the total valuation.

Total tax revenue from commercial/industrial/personal property uses comprises 31% of the tax levy which is raised by local property taxes. Carver is able to tax its commercial/industrial properties at a higher rate, reducing some of the tax burden for homeowners.

**Table 3-12**  
**Carver Tax Revenue (FY 00)**

<u>Tax Classification</u>	<u>Tax Rate</u>	<u>Tax Levy</u>	<u>Percentage of Total</u>
			<u>Tax Levy</u>
Residential	16.83	7,656,804	69%
Commercial	25.79	2,501,467	23%
Industrial	25.79	300,571	3%
Personal Property	25.79	561,143	5%

### Competitive Regional Position - Tax Base/Tax Rate

In 1999, Carver ranked fifth out of the 10 towns in the region in the percentage of commercial/industrial/property (CIP) valuation. Carver is one of five neighboring communities which have tax classification, i.e., they tax their commercial property at a higher rate than residential. This shift above the residential tax levy rate is the second highest among its neighbors after Taunton. Carver's commercial tax rate of \$25.79 is the second highest rate in the region.

**Table 3-13**  
**Valuation, Tax Rates and Shifts for Commercial, Industrial, and Personal (CIP) Property (FY00)**

	<u>CIP as % of Total Valuation</u>	<u>Actual CIP Shift</u>	<u>Actual CIP Tax Rate</u>
<b>Carver</b>	<b>22.28</b>	<b>1.37</b>	<b>25.79</b>
Brockton	26.35	1.37	28.51
Kingston	21.12	-	16.39
Middleboro	20.79	1.10	19.23
Plymouth	33.68	-	17.48
Plympton	13.84	-	16.72
Raynham	26.92	1.09	16.18
Rochester	18.59	-	13.30
Taunton	25.34	1.52	24.62
Wareham	18.68	-	13.06

The table below shows that total tax revenues represent 43% of municipal revenues. Compared to 9 neighboring towns, Carver receives the second highest percentage of state aid: 44% in contrast to a high of 50% for Brockton. Carver's relatively low per capita income (\$14,122 in 1989) and equalized valuation per capita account for this variance.

**Table 3-14**  
**Municipal Revenues By Source FY00**

	<u>Tax Revenue as % of Tax Levy</u>	<u>State Aid</u>	<u>Local Receipts</u>	<u>All Other</u>
Brockton	27.59	49.80	16.48	6.13
<b>Carver</b>	<b>43.10</b>	<b>43.80</b>	<b>5.50</b>	<b>7.60</b>
Kingston	61.26	16.53	13.78	8.44
Middleborough	40.19	37.41	12.21	10.20
Plymouth	60.74	21.17	12.02	6.06
Plympton	69.43	15.66	8.15	6.76
Raynham	65.22	9.18	14.68	10.92
Rochester	43.75	15.20	28.67	12.38
Taunton	31.97	37.74	18.09	12.19
<b>State Totals</b>	<b>50.18</b>	<b>27.31</b>	<b>17.52</b>	<b>4.98</b>

Source: Massachusetts Department Of Revenue Division Of Local Services Municipal Data Bank

It is essential that a community maintain a balanced mix of land uses to ensure sufficient tax revenue to cover the expense of municipal services and education. The town of Carver is generating only \$1,584 on average per acre of residential use in contrast to \$6,165 per acre of

office use. Commercial uses cost the town only \$0.38 for every dollar of revenue generated, while residential uses cost \$1.141 for every dollar of revenue. Although agricultural land generates less revenue per acre, it costs only \$0.31 per dollar of revenue to provide services to agricultural land uses, hence agriculture generates mostly surplus revenue. (See Appendix 4-1A, Cost of Community Services Analysis.)

**Table 3-15**  
**Revenue Per Acre, Carver FY00**

	<u>Value</u>	<u>Acres</u>	<u>Value/Acre</u>	<u>Revenue/Acre</u>
Residential	\$449,143,039	4,769	\$94,142	\$1,584
Retail/Service	14,630,600	134	106,909	2,746
Office	1,923,500	8	171,666	6,165
Industrial	7,657,300	339	22,583	582
Recreation	2,823,827	340	8,305	214
Agriculture	27,568,582	9,146	3,014	78
Open Land	15,400,300	2,083	7,393	138
Private Institution	10,730,500	47	226,039	0
Government-Owned	\$33,410,600	2,891	\$9,104	\$0

Source: Town of Carver Assessor

## 3.2 NEEDS ASSESSMENT

### Issues

A number of issues were identified in the 1977 Carver Master Plan, which, for various reasons, are still true today.

- Jobs in industries traditionally common to Carver, such as manufacturing, were on the wane, and the town was urged to capture segments of growing fields such as the service, finance, insurance and construction industries.
- The limited opportunity for growth in the cranberry industry
- A lack of basic shopping goods in the town

Additional issues were raised in the report, Carver Economic Development Strategies Plan, prepared by the consulting firms of McDermott/O'Neill & Associates and the Howell Group in 1995. This study suggested that high property taxes, a lack of town water and sewer, and inadequate organizational structure of government, business, and civic organizations were additional barriers which needed to be addressed.<sup>3</sup> Following is an analysis of those key issues which offer the Town of Carver opportunities to increase the quality and scale of local employment as well as broaden the local tax base while protecting the town's agricultural heritage and rural quality of life.

### Regional Trends in Commercial Real Estate Market

*Market Potential is far more limited than the supply of commercial and industrially zoned space*  
The build-out analysis has indicated the potential under current zoning for 12.6 million square feet of industrial space and 9.2 million square feet of commercial space. Given Carver's limitations, it is difficult to imagine the town developing the land already zoned for commercial and industrial uses at anywhere near the allowed density. Issues of access, transit, and public infrastructure (water and sewer), and environmental constraints due to the presence of numerous wetlands, bogs, and surface water bodies, will limit this growth. New commercial growth should only be considered in areas with supporting infrastructure. This conclusion is supported by a review of the current vacancy rate as well as a market study recently completed by ERA for the Makepeace Corporation.

### *Vacancy Rate*

A windshield survey of local businesses in July, 2000 indicated a 10% vacancy rate. Most of the vacancies were located in buildings in Center Carver and on Route 58 toward North Carver. While this is not a particularly high vacancy rate, it does support the assumption that there is limited potential for retail and service related businesses in Carver. Strong public actions such as new zoning, infrastructure (public water) or financial incentives to improve the mix of uses, landscaping, and building facades would, on the other hand, improve the current retail climate.

### *Market Assessment*

A report by Economic Research Associates (ERA), prepared for the proposed Makepeace housing/retail development in South Carver noted the isolated location of Carver, distant from major employment centers and highway infrastructure. A basic assumption of this study is that Carver's economic base is dependent upon the "slow progression of regional economic growth". In spite of the availability of over 10,000 acres in single ownership, the consultant team

<sup>3</sup> Carver Economic Development Strategies Plan, McDermott/O'Neill & Associates, 1995, pps. 25, 32

concluded that this region is dependent upon factors of regional economic growth rather than demand induced by the ability to attract some unique retail or business use.

On the basis of these assumptions, ERA projects that the total demand for office space in Plymouth County between the years 2000-2020 will be approximately 3.6 million square feet which translates into an average annual demand for new office space of 183,000 sq. ft. This is the equivalent of approximately two 4 story buildings per year. Of this demand, 90% will be service-related; 56% will be in the area of finance, insurance and real estate.

Warehouse wholesale/retail distribution business, especially along the new Route 44 corridor, is perceived as a more viable business that would locate in Carver in the near term. Carver is equi-distant to Boston and Providence. The Route 44 corridor would provide the town with convenient access to the regional highway network. Water and wastewater discharge and a large and highly trained workforce are not major requirements of these firms.

#### What is the potential for attracting high tech industry to Carver?

The Economic Growth Strategy prepared for the Town in 1995 stated that Southeastern Massachusetts was not viewed as a growth region by biotechnology executives, noting that thousands of jobs have left the region in the past decade.

This position is echoed by Economic Research Associates, consultants for the Makepeace initiative, in discussions with the Tri-town Task Force. They conclude that this area is not ready to attract a major commercial tenant. Carver's growth will depend upon regional economic growth factors rather than the induced demand resulting from the capture of a large new high tech business.

Another viewpoint is more optimistic. Eastern Massachusetts is increasingly drawing the attention of the high tech/computing industry. Meanwhile the availability of land, lower cost housing, and a large skilled labor force commuting outside the town for jobs are sufficient assets to attract a large commercial tenant, given the lack of these resources elsewhere in the region.

At issue, in part, is the question of timing - substantial economic growth might be at least 10 years into the future, or as some predict, it could be just around the corner.

#### Alternative Tourist Orientated Economic Development Concepts: What Is Right for Carver?

The market study undertaken by ERA<sup>4</sup> identified a number of residential and resort related tourism concepts for which there is a demand in the Carver region. These concepts include:

Resort Community:	A plan which integrates office, commercial and retail uses with mixed lot scheme and golf
Golf community	A plan with mixed lot scheme designed around one or more golf courses
Equestrian Farms	Very low density plan with acreage lots of 10-40 acres
Great Estate	Very low density plan with large manor house, scattered guest cottages and various recreational pursuits. The "manor" house could be a large hotel or lodge

Other concepts have been suggested by consultants who prepared an economic development plan as well as members of the Master Plan Committee.<sup>5</sup>

<sup>4</sup> A.D. Makepeace, ERA, Phase Three: Establishing Probable "Comfortable Carrying Capacity", 8/00

<sup>5</sup> Carver Economic Development Strategies Plan, McDermott/O'Neill & Associates, 1995, p 39

Agricultural tourism:	In addition to the cranberry industry one could promote home gardening, landscape planning.
Heritage Tourism:	Visiting historical sites
Country Tourism	Farmers markets, antique shops, orchards, vineyards, festivals, inns and b& b and recreation
Eco-tourism:	Combining nature education, outdoor recreation such as canoeing, biking into tourist packages
Camping/fishing	Offering variety of outdoor activities
Specialty Retail:	Crafts, black-smithing, garden supplies, cranberry products,

All the preceding concepts would require the development of recreation areas and low scale lodging properties. Open space would be preserved and the town's infrastructure would be minimally impacted by these uses.

The Edaville Railroad as well as King Richard's Faire are two major regional tourist attractions. The Town has established a Planned Tourist Commercial District in the area of these uses to accommodate their expansion. If tourism is to become a more important part of the town's economic base, additional public and private investment will be needed to increase the attractiveness and year round market for these uses. Lodging accommodations, improved access, public transportation, marketing, and the development of a mix of recreation facilities to attract visitors throughout the year is needed.

### Importance of retaining cranberry production

In spite of the decline in the value of cranberry production, this industry has a substantial impact on the resource base, economy, and quality of life in Carver.

As noted below the town of Carver has by far the largest amount of lands in cranberry production of any of the neighboring towns.

**Table 3-16**  
**Cranberry Bogs In Five Towns**

	<u>Acreage</u>	<u>Avg Value/ Acre (FY 2000)</u>	<u>Avg Value/ Acre (FY 2001)</u>	<u>Tax Rate</u>	<u>Tax Rate/Acre (FY 2000)</u>	<u>Tax Rate/Acre (FY 2001)</u>
<b>Carver</b>	<b>4,940</b>	<b>\$19,200</b>	<b>\$10,427</b>	<b>25.79</b>	<b>\$495</b>	<b>\$269</b>
Wareham	1,500	\$17,570	\$9,611	13.06	\$229	\$126
Middleboro	1,378	\$16,000	\$8,689	19.23	\$308	\$167
Plymouth	1,179	\$17,570	\$9,611	17.48	\$307	\$168
Marion	83	\$17,570	\$9,611	12.52	\$220	\$120

While the economic importance of this industry to the health of Carver has declined over the years, it remains a significant element in the resource base and quality of life for the town. Some of the highlights are noted below:

- A leader in the sales of cranberries: It has been estimated that the town of Carver in 1997 produced 30% of the state's cranberry crop.
- Support of town's tax base: While the contribution of this industry to the Town's tax base has declined from 41% in 1975 to 24% in 1996 to 11% today, this use only costs the town



\$0.31 for every dollar of revenue to provide services. Residential uses, by contrast are estimated to cost the town \$1.14 to provide services to residents for every dollar of revenue raised.<sup>6</sup>

- Impacts of fluctuations in price of berries: Due to competition from other states as well as the oversupply of cranberries, the price of cranberries dropped over 50% resulting in a loss in town revenue from this use from \$2,445,300 in FY2000 to \$1,328,860 in FY2001. Fluctuations have historically been a part of this business due to natural conditions such as insects and droughts as well as problems of supply.
- Stability in valuation: The Chapter 61A process enables the farmers to mitigate the impacts of swings in the price of berries. The methodology for assessing the tax value of cranberry bogs is established by the State and is based upon a 5 year average. This process also allows both the town and the growers to depend upon a more stable system of valuation and projected tax revenue.
- Local employment: While an important source of local employment, (approximately 200 workers in 1999), this industry requires substantially fewer employees than 50 years ago. Mechanization, new hybrid varieties, and improvements in crop management have allowed this industry to become very labor efficient. Substantial numbers of part time workers maintain this crop.
- Maintenance of open space. This industry is responsible for protecting close to 50% of the Town's land areas as open space. While the majority of growers benefit by a reduction in taxes through the State Chapter 61A program, the town is assured that the land is not being developed.
- Protection of the town's water supply and maintenance of flood control: The bogs, as wetlands, serve to filter the water as well as to hold large quantities of water thus preventing flooding. For a town which has no public water, these are important functions. Monitoring of pesticide use by the farmers and the town ensure that the water supply is protected.
- Protection of wildlife. Substantial wildlife, mammals, birds, and fish, are present in Carver. Their habitats are tied to the bogs and adjacent uplands and the natural uninterrupted corridors which these provide. If substantial additional development took place, the existing wildlife would be seriously impacted.

### **Seven Priority Locations for Economic Development**

The priority locations for economic development in Carver include:

- The Route 44 Corridor in north Carver
- The Eco Industrial Park proposed for north Carver
- The Plymouth Airport
- The Planned Tourist Commercial District which includes the site of the Edaville Railroad and King Richards Fair
- The Decas Industrial Park in south Carver, current location of the Decas cranberry processing plant along Route 58
- The Makepeace Property
- The existing cranberry bogs and associated uplands

The self-preservation of the town and its rural quality of life requires the town of Carver to pursue a comprehensive economic development program. The current decline in the value of cranberries and the absence of any budget surplus or substantial additional State or Federal support to maintain services and finance new growth, requires the Town to pursue a multifaceted

<sup>6</sup> Larry Koff & Associates, Cost of Service Study

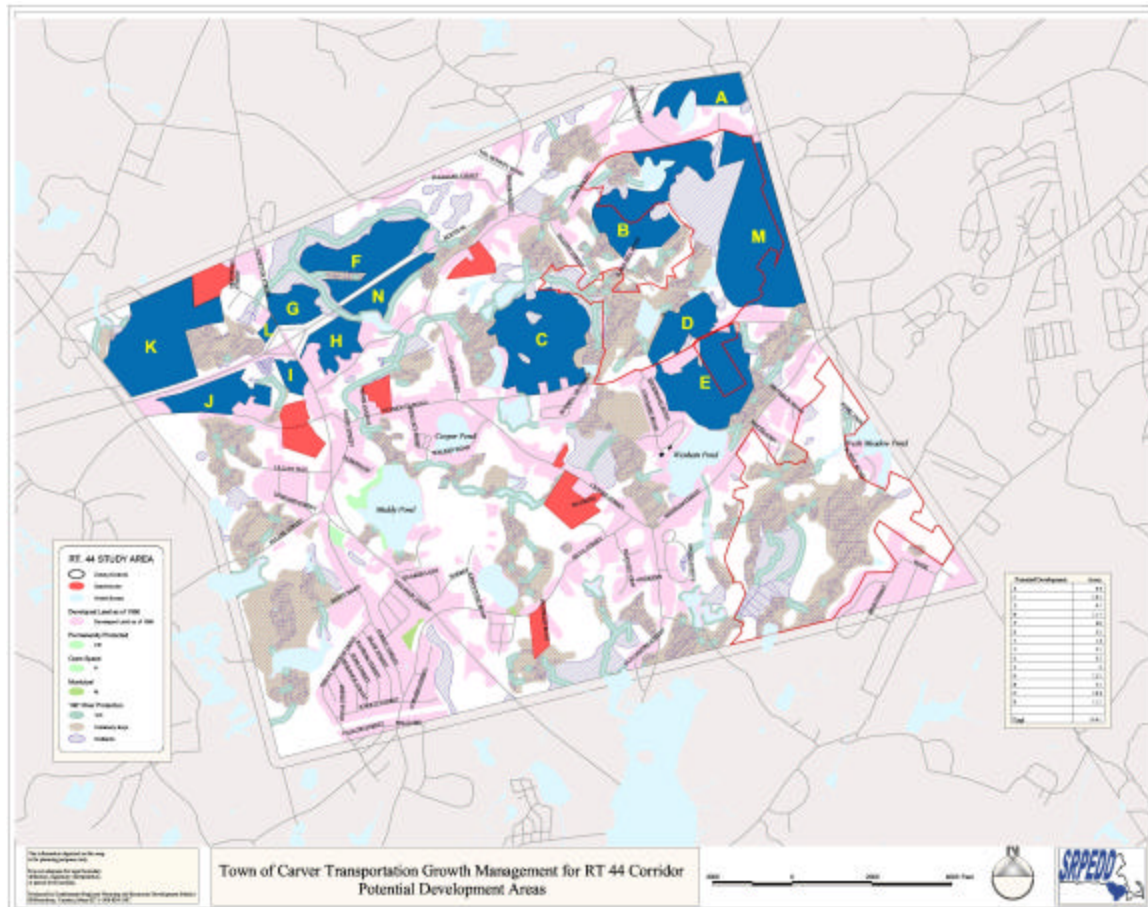
economic growth strategy consistent with the town vision. Each of the priority locations described below offer the potential for positive economic growth consistent with that vision.

### 1. Route 44 Corridor

By the Year 2005, the State expects to have completed the extension of Route 44 from Route 58 to Route 3, a total of 7.5 miles of which 3.1 miles are in located in Carver. The new roadway will be a four lane limited access highway with a median varying between 14 and 60 feet. The new Route 44 will be grade separated and have full diamond interchanges at two locations within Carver, Route 58 and Spring Street at the border with Plympton/Kingston. Local water supplies will be protected by the construction of a closed drainage system with siltation and recharge ponds to treat all storm-water runoff.

The Town of Carver Route 44 Corridor Study prepared by SRPEDD in November, 2000 identifies 15 parcels covering some 982 acres which are located adjacent to or near the proposed Route 44 extension. These parcels, depending upon local zoning and infrastructure, could be developed for a range of commercial or residential uses and/or set aside for conservation and open space purposes. Figure 3-3 locates these parcels. Appendix 3-2 provides a matrix showing existing buildout and two alternative reuses. Alternative commercial uses include R& D, medical office, and Big Box retail in addition to Industrial and Highway Commercial uses. New residential uses that are considered are Estate residential (a new 3 acre use) and townhouse residential.

**Figure 3-3**  
**North Carver Development Opportunities**



The existing zoning would permit a build-out of 452 single family dwelling units (321 estimated school children) and a total of 5.4 million square feet of commercial space on a total of 730 acres. Alternative I would permit, assuming new zoning for a variety of the proposed uses, a total of 93 dwelling units, 8.1 million square feet of commercial space, and no public open space. Alternative II would permit 370 townhouse dwelling units and 5.8 million square feet of commercial space. Alternative II includes the purchase of approximately 95 acres of open space.

In all cases, without public water, stormwater and local road improvements, as well as new zoning, it will not be possible to capture this growth. This major East/West corridor should be the town's primary commercial corridor as it will capture traffic from Plymouth, Kingston and Middleborough. A comprehensive approach will be needed to capture this potential.

Conversations with local realtors and property owners have indicated that this project will enable the town to attract warehouse, flex space, and possibly R&D uses in addition to residents, young families, and the elderly interested in ownership and rental opportunities. Given the amount of land potentially available in the region, SRPEDD estimates it will take some 20-25 years to attain full build-out.

## 2. *Eco Industrial Park, North Carver*

The northwest corner of Carver is zoned for light Industrial Use. This industrial district borders the town of Middleborough where a landfill is located. The majority of the property in Carver is vacant and is available for development.

### **What is an Eco-Industrial Park?**

In theory, this term describes a planned industrial park which capitalizes on the efficiency of locating businesses in close proximity which can share infrastructure, and possibly coordinate production and marketing, while utilizing techniques to protect the natural environment. This beneficial concept can accommodate a wide variety of uses and locations. The proposed variation of this concept in Carver would mainly include waste-recycling activities without linkage to manufacturing activities.

A sewage treatment plant operated by Massachusetts Environmental is located on the town line in north Carver. This plant was permitted by DEP. An adjacent parcel owned by Ed Whitworth consists of 127 acres. An existing sand and gravel mine on this site is to be phased out, and an "eco-industrial park" has been proposed, where a combination of waste recycling activities would take place. Class A sludge would be composted and processed into fertilizer and other uses.

Demolition material would also be recycled. These activities would take place on approximately 25 acres, with another 25 acres utilized as a landfill for non-recyclable materials. The balance of the site would be developed for commercial/industrial uses.

In order to attract higher quality commercial uses, the Town will need to facilitate the extension of public water from Middleborough to serve this area. Additional incentives and zoning will be needed to attract commercial development on the adjacent parcels shown on Figure 3-3.

### **Economic Development and Natural Resource Protection**

Carver's bylaws prohibit the storage and disposal of hazardous waste materials. Given the town's fragile environmental conditions, with its sandy soils and wetlands, and the Sole Source Aquifer which lies beneath most of the town, it is essential that any new waste disposal facilities or other potentially contaminating industry meet strict design and performance requirements.

Commercial development can also be made more compatible with natural resource protection through site design, such as minimizing stormwater runoff from parking and loading areas.

### 3. *The Plymouth Municipal Airport*

The Town of Plymouth and its Airport Commission operate a general aviation airport consisting of 750 acres of which 150 are located in Carver. The mission of the airport is to serve as gateway to the community for developing business and recreation activities. Two runways, 4,350' and 3,350 feet long, operate 24 hours per day with an average of 85,000 movements (take-off or landing) annually. A large aircraft at this airport would be a 14 passenger jet. The airport business is divided between tourism (20%), corporate (35%), and based aircraft, Plymouth Municipal Airport Master Plan, i.e., private planes or company planes (45%). Most of the corporate business is firms located within a 20 mile radius and serves firms such as Ocean Spray, WearGuard, Russelectric.

The following incentives should be considered by the town to encourage this development:

- Zoning changes to the Airport District to make certain uses such as motel or light manufacturing uses as of right. The town might want to pre-approve a development plan for this industrial park.
- Second, the town needs to consider how to minimize the impacts of the high tax rate. With the designation of the Town as an Economic Opportunity Area, the town would have some flexibility in negotiating tax agreements. As the airport land cannot be sold, all agreements on the airport property are based on long term leases. A recent study by the consulting firm of RKG for the Town of Plymouth noted that “airport leases appear to be grossly under-valued” (Town of Plymouth Site Evaluation Report, [Plymouth Airport](#), RKG/ BSC Group, 9/13/2000)
- A third strategy would be to have a representative of Carver sit on the Airport Commission. A local representative could advocate for developing improvements of benefit to the town.

#### 4.5. Planned Tourist Commercial District and the Makepeace Site

Tourism has long been identified as a potential growth industry in the town. Again, the expansion of this activity will require infrastructure improvements including lodging facilities, road and parking areas, the development of facilities which could be utilized year round, marketing and promotion.

Currently, the Edaville Railroad and King Richard's Faire are the major tourist attractions in town. The Faire is advertised as a fall family premier weekend event attracting over 150,000 visitors; one half of whom come from the Boston area, one third from Rhode Island and the balance from Maine, New Hampshire and Vermont. These activities are a source of local employment and promotion for the cranberry industry.

The Makepeace site covers some 1,500 acres in South Carver. It has been estimated by SRPEDD that the site would permit by right some 708 single family homes. The developer has considered this as a location for a variety of tourist orientated residential uses as well as office space. Residential uses including Equestrian Farms, and Golf communities, Conventional Fixed and Mixed use lot developments for a total of 787 units. Office space on approximately 100 acres is also under consideration for the property nearest the Wareham line, Route 495.

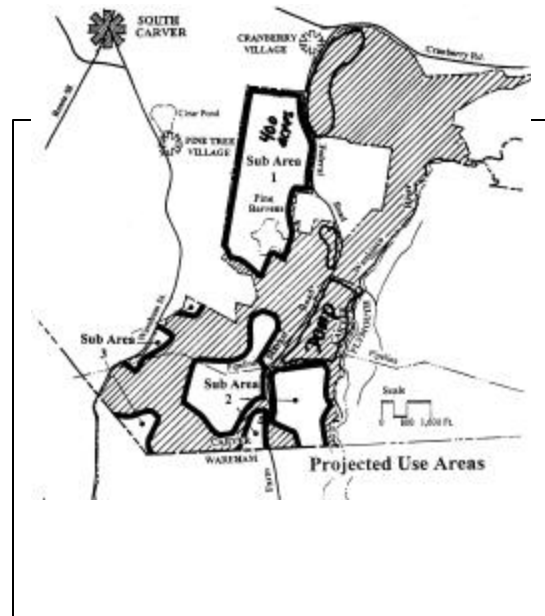
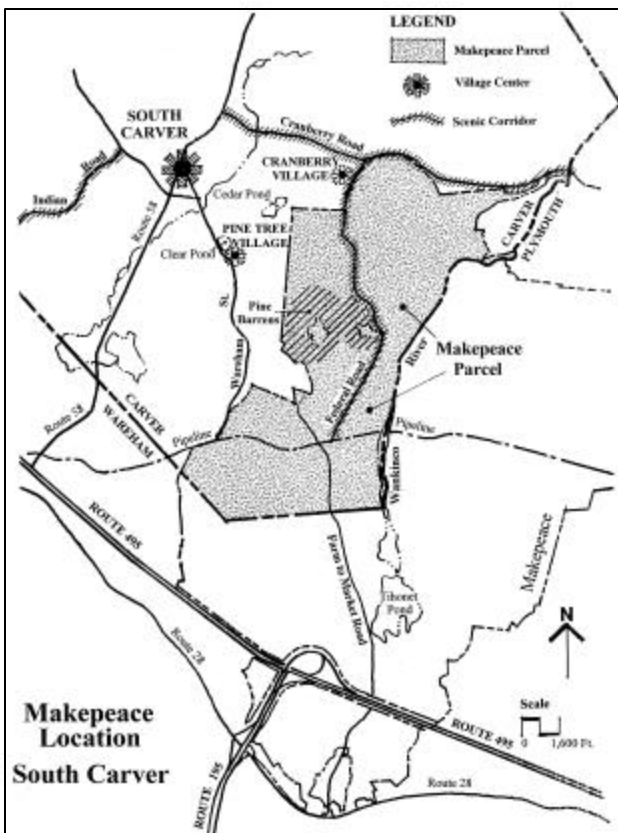


Figure 3-5 Makepeace Development Area

#### 6. Decas Cranberry Products

This 40 acre parcel is located two miles from Route 495. Because of the advantages of this location, near the inter-state highway and easily accessible to the cranberry growers, Decas Cranberry Products, a local company, has invested millions of dollars in a 20,000 square foot

cranberry juice processing plant. This plant is currently operating 7 days a week, 24 hours a day and employs some 25 individuals. Adjacent to this plant is a cranberry receiving station. This facility is open six weeks a year. In developing the manufacturing facility, a gas line was installed from Route 495. This improvement should be attractive to other light manufacturing businesses. Substantial acreage remains on this property which could accommodate additional investment. Currently being planned is a \$2-3 million fresh juice plant. In addition, the frontage of this property could easily accommodate a tourist related commercial business marketing food and crafts. Public water from South Carver well might also be desirable.

### **7. Cranberry Growers**

Approximately 50% of the town, approximately, 12,500 acres, is owned by cranberry growers. Of this total approximately 44%, 5,500 acres is in active bog or other productive uses while the balance of 7,000 acres is owned by growers as related agricultural lands (buffers, reservoirs, recharge areas, etc) or forested uplands. These “adjacent” lands provide an important habitat for a rich diversity of plants and animals and contribute to the water quality and scenic value of the landscape. Much of this land is owned by a small number of large farmers including Makepeace, Slocum Gibbs Cranberry Company, Hiller Cranberries, Inc, Davison Partners, Griffith Cranberry Company, Donna Jeffers/Edgewood Trust, Federal Furnace Cranberry Co, and Ellis Atwood, Inc. Additionally, there are a large number of farmers who own less than 50 acres. Given the importance of this industry for a broad range of values of importance to local residents, it is important that strategies be identified to maintain the cranberry industry.

### **Zoning**

Current commercial zoning does not necessarily identify the most desirable properties or facilitate the most appropriate development. Due to an over-supply of industrially zoned land as well as the need to respond to new commercial development opportunities, the town will need to evaluate its current zoning and make appropriate changes.

Some of the land zoned for commercial use in South Carver along Route 58 and potential development sites in North Carver along the Route 44 corridor are prohibitive to develop either because of environmental constraints (wetlands, etc.) or access issues. In the case of environmental conditions, land that harbors valuable natural resources should be rezoned or protected to prevent potentially incompatible future development. Where there are access issues but other environmental constraints, consideration should be given to changing the zoning boundaries to provide access through existing routes, or to finding transportation alternatives to reach developable commercial areas. Buildout projections have identified the potential for development of approximately 22 million square feet of space, i.e., 20 times the size of Independence Mall. At full build-out, approximately 5% of the town’s total land area would be in commercial use. As there is an oversupply of industrial space, the Town should consider reducing the amount of industrial/ commercial zoning in areas unsuitable for this use.

Likewise, modifications to the zoning bylaw can help to facilitate commercial development while enhancing the town’s historic rural village character. Following are several proposals for consideration, including changes to two existing districts and three new districts.

- The existing Planned Tourist Commercial District needs to be amended in order to encourage the development of tourist related activities. A bonus system would provide higher densities for the provision of hotel or convention related uses, shared parking, assuming certain public benefits are achieved.

- The airport district currently requires special permits for many of the commercial uses. Certain uses, especially if part of a pre-approved master plan, should be permitted as of right.
- A new Village Mixed Use District would be similar to the existing Village District but it would encourage the inclusion of residential at higher densities. This would be located in existing village areas (an overlay) and at specified locations along Route 58. A bedroom count, similar to the townhouse district, would control the mix and density of residential units. Higher density lot sizes as low as 5,000 square feet for commercial and 10,000-20,000 square feet for residential might be permitted if water and wastewater issues are addressed. Within cluster developments, a bonus system might be adopted as an incentive for purchasing development rights of designated conservation areas and to encourage dedication of public purposes i.e. wellhead, recreation, affordable housing.
- A new Highway Professional District would permit office and convenience retail uses. This district would be located along the new Route 44 Corridor.
- A Planned Unit Development District (requiring a minimum lot size{yet to be established}) would permit both residential and commercial uses and would allow a variable density/lot size. Dimensional standards could be waived to improve site design. Bedroom counts and a specified maximum mix of uses (single family, two family, multi-family) would be established. Development would have to conform to town standards for shared water and septic. Bonus provisions could be incorporated into this type of district as well for the provision of public benefits such as playfields or a school site, and the protection of important open space resources.

**Table 3-17**  
**Possible Additions/Modifications To Zoning Bylaw**

Zoning District/Alternative	Allowed Uses		Density/Lot Size	Dimensional Standards	Bonus Provision	Design Guidelines
	Residential	Commercial				
Tourist Commercial		Yes (limited)	10 acre minimum, Variable lot size	Could be waived	Bonus for compatible mixed uses (hotel, conference, shared parking)	Possible
Airport	No	Yes	40,000	Could be waived	Allow certain uses as of right	Pre-approved development plan
Village Mixed Use	Yes	Yes	*20,000 sf commercial, 20,000 sf residential	Could be waived	Bonus for compatible mixed uses, shared parking	Possible
Highway Professional	No	Yes	*20,000 SF commercial	Should be low and flexible	As of right for limited uses; office, convenience retail	Possible
Planned Unit Development	Yes	Yes	Minimum site, Variable lot size	Could be waived	Possible	Possible
Transfer of Development Rights.	Yes	--	Variable	Should be flexible	Density bonus in exchange for conservation elsewhere	None

\*Note: Will require public water and enhanced septic

Another strategy which should be considered is that of Transfer of Development Rights. Developers would be permitted higher densities in a so called “receiving area” in exchange for the purchase of development rights in a “sending area” that the town has determined it would like to preserve at lower densities. Although this is traditionally used to support residential development, it could also be applied to increase commercial densities.

In addition to these modifications, the town might consider encouraging home occupations. If Carver is to expand its local economic base for specialty retail and crafts related items, the Town may want to facilitate this kind of activity by allowing clean home occupations as an as of right use if there is a limited amount of outside employment and/or number of clients visiting a premise. The current by-law is relatively restrictive in its regulation of this use.

### **Public Support for Economic Development**

The importance of diversifying the Town’s economic base has been highlighted in the prior discussion of declining values in the cranberry industry, the relatively high commercial tax rate in town, and the dependence on State tax revenue to maintain a balance in the capital and operating budget. Opportunities for diversification will require public support and financing. It is evident as indicated by Table 3-17, Indices of Competitiveness, that the town of Carver needs to make economic development a municipal priority with appropriate funding and staffing. The adjacent towns of Wareham and Plymouth, for example, have public infrastructure and an Office of Economic Development. Both municipalities have been successful in obtaining grants for economic development.

An additional regional analysis which follows compares the number and size of industrial parks in Carver to other locations. It is evident that Carver has less space for industry than neighboring towns such as Middleborough, Plymouth and Kingston. Never the less, the following industrial locations represent significant local opportunities especially if public infrastructure is provided.

**Table 3-18**  
**Industrial Parks, Carver Region**

<u>City/Town</u>	<u>Name &amp; Location</u>	<u>Access Route</u>	<u>Total Acres</u>
Plymouth	Plymouth Industrial Park/Rt. 44	Rte. 3	450
Kingston	Kingston Industrial Park	Rte. 3	400
	South Shore Commuter Rail Park	Rte. 3	135
	Jones River Industrial Park/Wapping Rd.	Rte. 3	8
	North Industrial Park/Summer St.	Rte. 3	36
Plympton	Plympton Industrial Park/Spring St.	Rte. 44	130
<b>Carver</b>	<b>Carver Industrial Park/Rte. 58</b>	<b>Rte. 44</b>	<b>127</b>
	<b>Airport Industrial Park/S. Meadow</b>	<b>Rte. 3</b>	<b>125</b>
	<b>Decas Industrial Park</b>	<b>Route 58</b>	<b>40</b>
Wareham	Cranberry Industrial Park/Trement St.	I-195	24
	Industrial Park, Phase I/Kendrick Rd.	I-195	60
	Industrial Park, Phase II/Paterson Brook Rd.	I-195	46
Middleborough	Abby Lane/Route 28	I-495	20
	Campanelli/Bedford Street	I-495	193
	Middleboro Park/Bedford Street	I-495	110
	Southpointe/Route 44	I-495	223

Source: SRPEDD and Larry Koff & Associates



**Table 3-17**  
**Carver Sub Region: Indices of Competitiveness for Commercial and Industrial Zoned Land**

<u>Towns</u>	<b>INFRASTRUCTURE</b>					<b>INCENTIVES</b>					
	<u>Direct Rail Connection</u>	<u>Interstate Highway Connection</u>	<u>Public Water</u>	<u>Public Sewer</u>	<u>Telecom.</u>	<u>Tax Increment Financing</u>	<u>Staff Econ. Dev. Planner</u>	<u>Econ. Dev./ Industrial Commission</u>	<u>Streamlined Permitting</u>	<u>Training/ Labor Retention</u>	<u>Public Industrial Park</u>
Brockton	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	No
<b>Carver</b>	<b>No</b>	<b>No</b>	<b>No</b>	<b>No</b>	<b>No</b>	<b>No</b>	<b>No</b>	<b>Yes</b>	<b>No</b>	<b>No</b>	<b>No</b>
Kingston	Yes	No	Yes	No	No	No	No	Yes	No	No	No
Plymouth	Yes	No	Yes	Yes	Yes	No	Yes	Yes	No		Yes
Plympton	No	No	No	No			No				No
Middleborough	Yes	Yes	Yes	Yes	No	Yes	Yes	Yes	No	No	No
Rochester	No	No	No	No				Yes	No		No
Raynham	No	Yes	Yes	Yes	No	No	No	No	No	No	No
Taunton	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	No	Yes
Wareham	No	No	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	No

### 3.3 VISION/GOALS

#### Vision

The report, Carver's Economic Development Strategies Plan, prepared in 1995 by McDermott/O'Neill & Associates carried out an extensive survey and analysis of Carver's economy based upon a survey of local residents and businesses. The themes that emerged from this discussion as well as that carried out during the Master Planning process form the basis of the vision statement identified below:

*There is widespread support for developing an economic growth strategy for the Town which would achieve the following objectives:*

- *Diversify the tax base*
- *Provide higher paying jobs for local residents*
- *Provide goods and services not currently available locally*
- *Retain the town's rural character, sense of open space, and sense of community*

*There is a clear understanding that changes will be needed in the structure of local government to promote economic growth including:*

- *Provision of staff support*
- *Development of town water and a wastewater strategy*
- *Reduction of high property taxes*

*A variety of themes have been suggested for attracting new growth:*

- *Promote tourism*
- *Support the local cranberry industry*
- *Recruit wholesale/retail distribution businesses to North Carver*
- *Enhance Carver's retail industry mix*
- *Encourage business start-ups*
- *Promote Carver as a location for clean home-based industries*

*Areas targeted for new growth include:*

- *The Makepeace site*
- *The Tourist Commercial district(Edaville Railroad)*
- *Town Center*
- *Route 44*
- *The Airport*
- *Decas Cranberry Products*

## **Goals**

1. To promote the continued vitality of the cranberry industry
2. To encourage the establishment and expansion of industry such as recreation and tourism which are consistent with the preservation of the town's rural character
3. To attract light industry which would not adversely affect the overall rural character of Carver or its environmental quality and which does not require excessive "front end" costs.
4. To pace commercial development at a rate consistent with that of maintaining a sound fiscal condition
5. To link the growth of commercial development to strategies which will enable the town to financially support the required infrastructure, town facilities, and services
6. To improve the organization and management capacity of government and business to work together on promoting economic development
7. To identify incentives and grants which will serve as a catalyst for economic growth
8. To establish a 5 year economic development stabilization plan

### 3.4 RECOMMENDATIONS

1. *Adopt economic development strategy for new Route 44*
  - A. Identify roadway improvement plan to access development parcels
  - B. Consider/Adopt zoning recommendations identified in Route 44 Study to address impacts of development, manage curb cuts, protect resources, acquire open space, undertake infrastructure (public water) planning, enhance pedestrian character of 3 historic village centers, promote mixed use by right zoning.
  - C. Organize privately supported regional economic development business strategy
2. *Adopt new zoning tools to attract appropriate commercial development for large estate parcels such as Makepeace, Parcel Route 44, Planned Tourist Commercial*
  - A. Transfer of Development rights
  - B. Establishment of mixed use, village centers
  - C. Density bonus
  - D. Planned Unit Development
3. *Improve the market for tourist related activities*
  - A. Encourage the development of destination tourist related activities, i.e., golf course
  - B. Expand certain uses allowable by right within the Planned Tourist Commercial district, such as RV use
  - C. Consider provision of shuttle bus service from train stations for major tourist attractions
  - D. Utilize regional resources such as Plymouth County Development Council to undertake a marketing program for Carver's tourist attractions
  - E. Develop Carver as a tourist destination to include the following themes<sup>7</sup>
    - Agricultural tourism: in addition to the cranberry industry one could promote home gardening, landscape planning.
    - Heritage Tourism: visiting historical sites
    - Country tourism featuring farmers markets, antique shops, orchards, vineyards, festivals, inns and B&Bs, and recreation
    - Eco-tourism: combining nature education, outdoor recreation such as canoeing, biking into tourist packages
    - Specialty Retail: crafts, black-smithing, garden supplies, cranberry products, gourmet food items by undertaking activities such as:
      - Protect scenic views and entry-ways into the community
      - Preserving aspects of local culture
      - Protect historic resources
      - Ensure visual compatibility of tourism support facilities
      - Undertake a program of public signage for tourist attractions which is consistent with a uniform system and theme of town signage (shape, material, size of signs, color).
4. *Adopt new tools to protect cranberry industry:*
  - A. Cranberry APR: There is a need to develop a farmland preservation program specifically tailored to cranberry lands. A cranberry APR program should also be linked to farm viability by requiring all or part of the APR payments to go into renovation of the bogs and other efficiency improvements.

<sup>7</sup> Carver Economic Development Strategies Plan, McDermott/O'Neill & Associates, 1995, p 39

- B. Hybrid Land Protection Models: there is a need to develop a hybrid model for land protection based upon multiple goals of farmland protection, wildlife preservation, watershed protection and open space preservation and including both the public and private interests. The SE Bioserve in Fall River may be one such model.
  - C. Improve consistency in buffering requirements for resource and bog protection between different State agencies and local regulations:
    - Protect water supply; both quality and supply
    - Make sure residential areas are not bothered by noise and odors which result from agricultural practices
5. *Small business development*
- A. Revise the zoning regulations for home based businesses to encourage this use provided impacts are minimized i.e signage, storage, visitors, parking.
  - B. Develop a program to identify and promote specialty retail uses. These businesses should be developed around some of the tourism themes mentioned above.
6. *Reduce amount of commercial/industrial zoning to be more in line with projected need and demand*
7. *Pursue economic development incentives*
- A. Exceptional Opportunity Area designation of specific target sites including the Airport, Decas Cranberry Sales, and Route 44 commercial parcels
  - B. Grants for infrastructure improvement: water and road
  - C. Prepare a permitting guidebook, identify a business-government liaison
8. *Identify organizational and staffing reforms to facilitate improved management, labor force, and marketing capacity*
- A. Consider appointing a town of Carver representative to the Plymouth Airport Commission. Representative would advocate for economic development of airport property in Carver.
  - B. Develop marketing strategy for tourist attractions in Carver; to be funded by Plymouth County Development Council, the Massachusetts Office of travel and tourism, the Bristol County convention and Visitors Bureau
  - C. Establish work/study program with high school to provide students with training opportunities in growing high-tech and manufacturing companies in area
  - D. Town should combine economic development functions under the Economic Development Industrial Commission (EDIC) or form a new Planning and Economic Development Commission. The coordinating entity would be responsible for working with the Selectmen, Planning Board, and other Town Boards to carry out specific economic development activities.<sup>8</sup> Funding would be needed to staff this function.
  - E. Retain services of an Economic Development Planner and grant writer to work with the Town Administrator and Planning Board.
9. *Reduce the tax shift from residential to commercial uses*
- A. Finance Committee and the Selectmen need to continue each year reducing the spread between residential and commercial rates so that Carver can attract new commercial business

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<sup>8</sup> Carver Economic Development Strategies Plan, McDermott/O'Neill & Associates, 1995, p. 53

## **APPENDICES**

- Appendix 3-1 Commercial Uses in Carver
- Appendix 3-2 Transportation Growth Management for Route 44 Corridor

### Appendix 3-1

#### Commercial Uses in Carver by Area of Town

	Services	Con- venience	Insti- tutional	Shopping Goods	Office	Agri- culture	Ware- house	Tourism	Mining and Quarrying	Total Businesses	Vacancies
1 North Carver (Plympton town line)	3	1	0	7	0	0	0	0	1	12	1
2 North Carver (Rte. 58)	10	6	0	2	0	1	0	1	1	21	2
3 North Carver (Village Center and Plymouth Road)	2	0	1	3	0	2	0	0	0	8	2
4 Rte. 58 between Center and North Carver	11	1	1	4	5	0	0	0	0	22	0
5 East Carver (Center St. and Wenham Road)	3	1	0	4	0	1	0	0	0	9	0
6 Center Carver	21	10	4	9	5	0	0	0	0	49	9
7 Rte. 58 between Center and South Carver (Planned Tourist- Commercial Area)	1	0	2	0	1	0	0	2	0	6	0
8 South Carver (Village Center)	2	2	2	0	1	0	0	0	0	7	0
9 Rte. 58 (South Carver)	9	5	1	3	1	1	1	0	0	21	1
Totals	60	26	11	32	13	5	1	3	2	154	15

Source: Windshield survey of Carver businesses, June 2000

**Appendix 3-2**  
**Transportation Growth Management for Route 44 Corridor, Full Buildout**

Area	Acres	Current Zoning	# of units	Floor Area	Trips*	Alternative #1	Floor Area	# of units	Trips*	Alternative #2	Floor Area	# of units	Trips*	Purchase Cost**
<b>A</b>	45	Residential	28	0	279	R & D (FAR.3)	588,060		4,528	Medical Office (FAR.2)	392,040		13,396	
<b>B1</b>	37	Residential	23	0	229	R & D (FAR.3)	483,516		3,723	Townhouse		29	168	
<b>B2</b>	74	Residential	46	0	458	Estate Lot (3 Acre)		21	210	Townhouse		57	336	
<b>C</b>	142	Residential	88	0	879	Office Park (FAR.4)	2,474,208		35,554	Townhouse		110	644	
<b>D</b>	47	Residential	29	0	291	Estate Lot (3 Acre)		13	134	Townhouse		36	213	
<b>E</b>	117	Residential	72	0	725	Estate Lot (3 Acre)		33	333	Open Space				\$5,265,000
<b>F</b>	90	Residential	56	0	557	Estate Lot (3 Acre)		26	256	Open Space				\$4,050,000
<b>G</b>	31	Hwy. Commercial	N/A	618,465	16,930	R & D (FAR.3)	405,108		3,119	Hwy. Commercial	618,465		16,930	
<b>H</b>	35	Residential	22	0	217	Open Space	-		-	Townhouse		27	159	\$1,575,000
<b>I</b>	14	Hwy. Commercial	N/A	279,795	11,437	Medical Office (FAR.2)	121,968		4,168	Hwy. Commercial	279,307		11,417	
<b>J</b>	50	Industrial	N/A	1,089,000	7,590	Big Box Retail	997,524		27,307	Industrial	1,089,000		7,590	
<b>K</b>	152	Industrial	N/A	3,310,560	23,075	Big Box Retail	3,032,473		83,014	Industrial	3,310,560		23,075	
<b>L</b>	5	Hwy. Commercial	N/A	99,752	5,282	Medical Office (FAR.2)	43,560		1,488	Hwy. Commercial	99,752		5,282	
<b>M</b>	112	Residential	69	0	694	Open Space	-		-	Townhouse		87	508	\$5,040,000
<b>N</b>	31	Residential	19	0	192	Open Space	-		-	Townhouse		24	141	\$1,395,000
<b>Total</b>	<b>982</b>		<b>452</b>	<b>5,397,572</b>	<b>68,835</b>		<b>8,146,417</b>	<b>93</b>	<b>163,835</b>		<b>5,789,124</b>	<b>370</b>	<b>79,858</b>	<b>\$17,325,000</b>

\*Trip figures are derived from the ITE Manual Fifth Edition, 1991 with a 25% reduction for drive-bys.

\*\* Purchase Price based on \$45,000/acre.



### Transportation Growth Management for Route 44 Corridor, 2025 Projection

Area	Acres	Existing Zoning	# of units	Floor Area	Trips*	Alternative #1	Floor Area	# of units	Trips*	Alternative #2	Floor Area	# of units	Trips*	Purchase Cost**
A	45	Residential	18	0	184	R & D (FAR.3)	194,060		1,494	Medical Office (FAR.2)	129,373		4,421	
B1	37	Residential	15	0	151	R & D (FAR.3)	159,560		1,229	Townhouse		9	55	
B2	74	Residential	30	0	302	Estate Lot (3 Acre)		7	69	Townhouse		19	111	
C	142	Residential	58	0	580	Office Park (FAR.4)	247,421		3,555	Townhouse		15	85	
D	47	Residential	19	0	192	Estate Lot (3 Acre)		9	88	Townhouse		12	70	
E	117	Residential	48	0	478	Estate Lot (3 Acre)		22	220	Open Space				\$5,265,000
F	90	Residential	18	0	184	Estate Lot (3 Acre)		17	169	Open Space				\$4,050,000
G	31	Hwy. Commercial	N/A	204,093	5,587	R & D (FAR.3)	202,554		1,560	Hwy. Commercial	204,093		5,587	
H	35	Residential	7	0	72	Open Space	-		-	Townhouse		2	10	\$1,575,000
I	14	Hwy. Commercial	N/A	69,949	2,859	Medical Office (FAR.2)	30,492		1,042	Hwy. Commercial	69,949		2,859	
J	50	Industrial	N/A	272,250	1,898	Big Box Retail	149,629		4,096	Industrial	272,250		1,898	
K	152	Industrial	N/A	827,640	5,769	Big Box Retail	454,871		12,452	Industrial	827,640		5,769	
L	5	Hwy. Commercial	N/A	32,918	1,743	Medical Office (FAR.2)	14,375		491	Hwy. Commercial	32,918		1,743	
M	112	Residential	23	0	229	Open Space	-		-	Townhouse		6	34	\$5,040,000
N	31	Residential	6	0	63	Open Space	-		-	Townhouse		2	9	\$1,395,000
<b>Total</b>	<b>982</b>		<b>244</b>	<b>1,406,850</b>	<b>20,291</b>		<b>1,452,961</b>	<b>55</b>	<b>26,465</b>		<b>1,536,224</b>	<b>64</b>	<b>22,651</b>	<b>\$17,325,000</b>

\*Trip Figures are derived from ITE Manual Fifth Edition, 1991 with a 25% reduction for drive-bys.

\*\*Purchase Price based on \$45,000/acre.